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ABSTRACT

A series of three papers on the Illinois State Archives includes a report on the history, functions, and organization of the Archives Department; the accessioning and preservation of records by the State Records Section which accessions and arranges permanent records, describes holdings, and provides reference service to state officials and the general public, restores and repairs fragile documentation, and administers and guides the State Records Commission; and a discussion of standards for reference services, procedures and problems dealt with by state archives institutions emphasizing the one in Illinois. (Other papers from this Institute are available as LI 002962 through LI 002975). (Author/NH)

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[THE ILLINOIS STATE ARCHIVES]

By

Arleen Axtell

Papers prepared for the Institute in Archival Librarianship,
University of Oregon, September 22, 1969 - August 14, 1970

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The Illinois State Archives- A Report

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The Illinois State Archives- A Report

The state of Illinois has one of the most active and progressive archival programs in the United States. While the records in many states have been lost or damaged, the records of Illinois history from the early 18th century have been preserved through the efforts of the many historically minded persons with the foresight to pass the necessary legislation and establish the proper programs for the collection and storage and indexing of records.

As early as 1818, legislation provided for the Secretary of State to be the official custodian of the records of the newly formed state of Illinois. The example for this concern with records had been set by Nathanial Pope, the secretary of the Illinois Territory between 1809 and 1816. He filed and recorded the first official records of the Illinois Territory. Records had been carefully kept previous to this by the French in the Illinois area in the early 18th century, but Nathanial Pope began the tradition for the state of Illinois.

From these early beginnings has evolved an immensely complex governmental enterprise which has the official title of the State Archives-Records Management Division of the office of the Secretary of State. The functions and organization have changed, but the Archives department has always been under the jurisdiction of the office of the Secretary of State, whether it was a direct part of this office, a division of the State library administered by the Secretary of State (who is the State Librarian), or in its present position as a division under the jurisdiction of this office. This position has given the Archives the

status and support of government and lay persons which it has needed to grow. As a result of the growing interest in Archives in the United States, the Illinois State Archives has become a major concern of the Secretary of State, who is also now the State Archivist and Records Management Administrator.

As a result of its close association with the office of the Secretary of State, Archives legislation was greatly influenced, and no doubt given extra consideration by the General Assembly. One influence which remains from the days when the Archives handled only the records of the Secretary of State is the policy that the State Archives has legal jurisdiction over only those records voluntarily turned over to it by the various state departments. Since this is the law today it is amazing that the State Archives has managed to assemble "...practically all the permanently valuable records of the state." (Norton 1943: 101) No doubt the strong leadership of Margaret C. Norton, the first archivist and the support of the government through the Secretary of State brought about the goodwill and cooperation that has existed and resulted in this voluntary turn over of department records. Of course legislation through the years has required the agencies of the state to care for their records and has impressed upon them the importance of the permanent storage of legally valuable records of the state's history in the State Archives. This education of those who will serve and be served by the State Archives is becoming even more necessary with the increased improtance being placed on records management and management analysis by the state today.

It has required many legislative and organizational changes to bring the Illinois State Archives to its present position with operations housed in its own six story building, as well as in the State Records Center, and with a budget of its own well over the $500,000 it was in 1962-64. The State Archives

cooperates with county and local officials, advises state agencies, and handles the permanent records stored in the State Archives building. This diversity demands an emphasis on efficient and unified programs of control over the entire life-cycle of records and non-recordsmaterials from their creation to their disposition for destruction or permanent preservation.

This report will attempt to trace the legislative and operational history of the Illinois State Archives; describe its internal organization and operations, and its holdings. The functions of the reference services and details on the treatment and accessioning of documents will be fully developed in later reports.

It might be helpful, before going any farther, to define a few terms which appear throughout this report. Most basic is Margaret C. Norton's definition of Archives "...as public documents, manuscript or printed, which have accumulated in the course of the ordinary and extraordinary business of a government, and contain a record of its legal and administrative activity." (Stratton 1931; 54)

"Records" as defined by the State Records Act of 1957 are:

> ...all books, papers, maps, photographs, or other official documentary materials, regardless of physical form or characteristics, made, produced, executed or received by any agency in the State in persuance of state law or in connection with the transaction of public business and preserved or appropriate for preservation by that agency, or its successor as evidence of the organization, functions, policies, decisions, procedures, operations, or other activities of the State or of the State government, or because of the informational data contained therein. (p. 271)

Nonrecord materials are defined as: "Library and museum material made or acquired and preserved solely for reference or exhibition purposes, extra copies of documents preserved only for convenience of reference, and stocks of publications and of processed documents are not included within the definition of records as used in this Act." (State records Act 1957: 271)

The Secretary of State will often be referred to as the State Librarian or the State Archivist, both positions granted him by the General Assembly.

One more destinction is necessary. Permanent records are those records with permanent legal or historical value to the state or which must be kept because the law requires it. There are two types of permanent records sometimes referred to, non-current and semi-current. Non-current records are those of legal and historical value which have been turned over to the jurisdiction of the State Archives for storage in its vaults. Semi-current records are those permanent records which are still used occasionally by their department of origin and which are thus best kept under the jurisdiction of the department. These records are usually stored in the departmental vaults of the State Archives building.

The Illinois State Archives has undergone numerous changes since its beginning. The manner, time , and type of change at each step indicate much about the overall relationship of the State Archives to the State of Illinois and its people.

The earliest thoughts about records preservation came through legislation in the years of 1818, 1848, and 1870. As a result, in 1873, George H. Harlow, Secretary of State (1873-1881) created the Department of Archives and Index in order to collect and index the records of his office. However, as often happens, his office became so involved with indexing current records that the archives function was dropped. Still, the idea of archives had been inplanted and somehow the records of the Secretary of State's office were kept in careful custody through the years of debate and concern until they were turned over intact to the newly formed State Archives in 1921.

In the years between 1881 and 1921 historians took up the fight for preservation of the state's vaulable records. Interest in this cause was greatly aided by the historian Clarence W. Alvord who was sent by the Illinois Historical Society in 1905 to Belleville where he discovered the now famous Kaskaskia records created by the French between 1720 and 1790 when they occupied portions of the state. The Illinois State Historical Society began working for the establishment of a separate Archives department. After 1907 legislation permitted government officials to deposit their non-current records with responsible historical societies. However, historians like Alvord realized the importance of these records as archives. They also realized that the tasks of handling government archives and historical manuscripts, although compatible in 1921, might not be in the future. Therefore, the State Historical Library urged that the State Archives should be a separate department, free from subbordination in appropriations or administration to the historical department.

In 1921 the Illinois State Archives was finally established as a division of the Illinois State Library. Since the Secretary of State was also the State Librarian, the State Archives found itself again responsible solely for the records of the Secretary of State's office. However, the State Archives was part of the State Library and thus was influenced by it. This association with the State Library proved very useful in the beginning because the State Archives was housed in the State Library building and did often use various library techniques for indexing and filing. The first archivist, Margaret Norton was a librarian and historian and she perpetuated the use of library tcehniques.

Politics, through the Secretary of State had a great influence on the development of the State Archives. In 1925 the legislature braidened the responsibility of the State Archives so that it could accept records of permanent value

from any agency of the state. With this pronouncement came the task of educating personnel from these agencies of the necessity of depositing their records with the State Archives. This was necessary because the law stated then as it does now that the State Archives can only receive and have control over records voluntarily turned over to it.

The emphasis through the early 1940's was on preservation only because no provision had been made for systematic disposal and records management was just entering the scene. Space in the Library became a problem, but was solved by the erection of a separate State Archives building, dedicated in 1938. The third of its type in the United States, the new archives building had 140,000 cubic feet of vault space and 60,000 cubic feet of work and reference space. By limiting its holdings to only significant records of permanent legal value, the probelm of space in this new building has not occurred. In fact, until 1964, extra spce in the Archives building was occupied by various state departments such as the Bureau of Vital Statistics. In 1964, the space was needed and the office moved out, but there was no mention of a problem in the future because since 1957 the records management and management analysis programs have cut down the number of records created and stored, and the Records Center takes the overflow of records awaiting disposal.

With the prospect of pleanty of future space, the legislature, in 1939, allowed the State Archives to begin accepting county and local records if they were of significant value to the entire state. However, this resolution was also passed to help the counties which were becoming overburdoned with records.

The overflow of records into basements and rented storage increased the chances of loss and damage to important records. There was little that could be done in light of the 1941 statute which forbade "...the destruction, larceny,

or falsification of public records." (Horton 1943: 193) "...the only way a state agency could legally dispose of its records was to request authorization from the General Assembly for disposal of specific items." (Lake 1961: 429) By 1943 only about 25 categories of state and county records could be destroyed under these specific enabling acts. The State Archives automatically tried to aid state agencies with their problems but the counties were badly neglected until 1942 when a field visitor for archives was added to the staff to advise the counties on their records handling problems.

Finally in 1943 the Illinois Records Disposal Act allowed the disposal of specific items and a State Records Commission was established with advisory authority over this disposal allowed by the Act. This act brought about an important change in emphasis from records preservation to disposal of selected items. Thus records management entered the scene. In 1951 the State Records Commission received complete jurisdiction over the destruction of state records, but not of county records. In 1953 it was given the additional power to approve disposal schedules for record groups.

These early efforts were most often not efficient and certainly not unified. In 1955 the General Assembly approved of a plan for a records management survey. The survey was carried out by the National Records Management Council and had the objectives of surveying recordkeeping and recordmaking practices and then to institute programs to improve efficiency and handle other problems brought up by the survey.

Many agencies already had records management programs but there was no one authority with the power to establish unified programs for all government agencies. The survey instituted an integrated program of paperwork control which emphasized the use of forms and the standardization of filing procedures. Also, programs of retention and disposal schedules were set up in connection with the

establishment of a State Records Center. The State Records Center began operations in 1956 and served as a retention center for records approved for destruction but not yet ready. The placement of excess records in the Center also accomplished another of the objectives of the survey, to eliminate the costly rented storage of records not in daily use and not historically significant. Record holdings were surveyed in the process of establishing other programs and many "lost" records of historical value were found, to the delight of the State Archives. Throughout the survey emphasis was also placed on the training of office personnel so that they could and would continue to use these new programs.

The underlying purpose of the State Records Survey was to "Insure the creation of a permanent core of records that will give adequate documentation for the various activities of the state government." (Carpentier 1957: 13) The result of the survey was the passage of the State Record Act in 1957 which put into law the policies and practices established by the survey.

The State Record Act of 1957 insured the future expansion of the Illinois State Archives. The first provision was for a State Archives Division of the office of the Secretary of State with the Secretary, appointed State Archivist, having immediate jurisdiction over it. With this change the State Archives became separated from the State Library and became "an integral unit of state administration" (Cassady 1961a: 1). The Act also provided officially for the State Record Center and its use as outlined by the survey. The duties of the State Records Commission, first established in 1943, were increased and defined to determine what records no longer have any administrative, legal, research, or historical value, and then to decide on their destruction or retention. The members were designated to be the Secretary of State, State Historian, State Treasurer, Director of Finance, Attorney General, and the Auditor of Public Accounts.

This Commission has exclusive authority over all destructions and also can issue regulations binding on all agencies concerning procedures for making up lists and retention schedules. Still, all lists and schedules must be reviewed by the State Archivist before a decision is made by the Commission. In this way the archivist can check the destruction of valuable records.

In order to manage the records management programs outlined by the survey, the Act established a Records Management department in the Secretary of State's office. Because of the proposed emphasis of records management programs on current records, it was felt that this department should be separate from the State Archives. From 1958 to 1962 this Records Management Division handled selection, appraisal, records storage, central microfilming, forms design, and systems and procedures. During this time there was a shift from selection and appraisal to forms design and systems analysis which was becoming vital to the economical operations of the state government. This idea was "based on the fictitious notion that because Records Management had scheduled records for most state agencies and administrative units, the selection and appraisal function was a dying one." (Levene 1962: 402) However, new problems were coming up which required the help of the Records Management unit. Therefore, in 1962 the records management function was added to the State Archives to form the department of State Archives-Records Management Division as it stands today.

Until the passage of the Local Records Act of 1961, the counties had been excluded from these new records management programs. The Local Records Act declared "...that a program for the efficient and economical management of local records will promote economy and efficiency in the day-to-day recordkeeping activities of local governments and will facilitate and expedite governmental operations." (Local Records Act 1961: 1) The most important part of this Act was

the establishment of two Local Records Commissions to have the final authority on local records the way the State Records Commission has for state records. Members were to include the president of the county board, the major of the largest city, the State's Attorney for the county, the State Historian and Archivist. The second part of this act authorized the state to begin a system of preserving essential government records on microfilm and storing them in the State Archives. Also reemphasized were the fact that records prior to 1870 may not be destroyed, and that microfilm copies may be considered as originals in accordance with the State Record Act provision.

As a result of the legislation passed through the years the internal organization of the State Archives has undergone several changes. From 1921 to 1957 the basic staff consisted of a chief archivist responsible to the assistant State Librarian and mainly concerned with administration of the archives and cataloging; an assistant documents archivist who handled the receipt and filing of records and supervised reference services. In addition there was a professional photographer who microfilmed material for the entire State Library, a field visitor for counties, and clerks who dealt with patrons and fumigated the records. For the most part, this staff was concerned with the receipt and preservation of records. Major administrative decisions were made by the State Librarian, assisted by an Advisory Committee. Business and personnel matters were handled by the State Library General Administrative office and the budget was part of that of the State Library.

This simple arrangement of relatively few tasks changed quickly with the advent of records management. The operations of the State Archives were handled on a larger scale after 1957 but the major reorganization came in 1962 with the inclusion of the Records Management division with the State Archives. The

chief archivist, called the assistant archivist, administers the Archives and is directly responsible to the Secretary of State. The State Archives-Records Management Division is divided into four sections of operations. The State Records Section handled accessioning, arrangement, filing, storage, preservation and restoration of permanently valuable state records. In addition it guides the State Records Commission and manages the departmental vaults in the Archives building and, it runs a central microfilming program for security records.

The Local Records Section preserves and services local records of value stored in the State Archives. It also offers an extensive service of consultation to the counties concerning appraisal, scheduling, storage, etc. It guides the Local Records Commissions on their decisions also. Headed by a local records archivist and staffed by a field man and a clerk, this section plans state-wide programs for county and local records management and sets up training programs for county officials. This section is very important because of the history of dealings with the counties, which has revolved around the policy that county records should be kept in the county of their origin. Only county records having to do with state history are kept in the State Archives. The counties thus have always had the problem of what to do with the rest. Since 1958 there have been to depositories in downstate Universities for valuable county records, which can't be kept in the county for lack of proper storage. The State Archives has kept such records temporarily for years. It is felt that good relations with the counties are important to insure the preservation of local records which are so important because they are close to the people. Recently the State Archives has accepted microfilm copies of important county records.

The Records Management Section appraises and selects state records for retention or destruction; handles storage and disposal of non-current records in

the State Records Center; and provides a reference service for state officials on disposition schedules; and provides a central microfilming center for all state agencies. Another area of emphasis is forms design and control. The forms analyst helps offices to cut down on excess duplications by the use of uniform forms, etc. This section is also supervising the weeding of departmental vaults and offices of duplicates which by law should not be kept.

The Management Analysis Section promotes efficient and economic use of space and equipment, also creates forms, and advises on the whole area of paperwork control. This section directly serves the office of the Secretary of State to the neglect of proposed duties it has been charged. In 1961 this unit was writing an operations manual for offices which included specific instructions for the efficient operations of several state agencies. This section has also emphasized better use of space and office layout by drawing up floor plans of each floor of the state office building in an effort to aid executives in better planning to eliminate use of rented office space. In 1965 this reduction was expected to amount to 50,000 dollars a year. This unit also has begun to investigate the use of automation, and in 1965 it had been responsible for the conversion of the State Library shelflist to magnetic tape. Management analysis is also concerned with the best use of microfilm, which has become necessary since the counties are using it so much to save space without realizing the complications that might result from their sending too much film to the State Archives.

These extensive and complicated interrelations of the varous functions of the State Archives have come about to put into affect all the legislation passed, and so perhaps have not been as organized as they could be, but the results are worth it. In the first year of the integrated paperwork control program in 1957 $850,000 was saved!

So far nothing has been said about the care of the documents themselves. Most of the details of the arrangement, repair, and transfer of records will be covered in another paper, but it would be well to mention here the vault system since it has been referred to previously in this paper. The vault system of the Illinois State Archives was developed to solve the problem of access to permanent records. Generally all records in the State Archives are "...open to public inspection by any responsible person who has a legitimate reason, under proper supervision by the Archivist or his staff." (Cassady 1961a: 1) Also, most records of permanent value are turned over to the State Archives. There is, however, "...the problem that many record groups are unobtainable even though they have archival value and are non-current. Government officials are sometimes jealous of their records and refuse to release custody. Statutory restrictions make some groups ineligible for archival custody. Licenses of professional practitioners, vital statistics, bonus, retirement and other series are all, at present, personal and excluded from public use." (Cassady 1969: 4) To provide safe storage and privacy for these records a section of the vault area was set aside for departmental vaults. Each government elective officer receives a section for his department. Sections are locked and only authorized personnel from the department can get at the records. The keys are kept at the main reference desk where users must sign for them. The State Archives staff only sees that unauthorized persons are kept out of these vaults, beyond that the department may take its records out and return them at will.

The rest of the vaults are given over to records open to the public and under the jurisdiction of the State Archives.

The most obvious question at this point is what kinds of records are stored in the State Archives for public use? To begin with, all of the records in the

Illinois State Archives have primarily legal vaule and secondarily historical interest. Documents of purely historical interest are housed in the State Historical Library and various societies. Due to the efforts of historians and the first archivist, Margaret Norton, the Archives has nearly complete holdings in many areas and is generally speaking a depository on nearly all aspects of the development of Illinois.

In the beginning most of the records came automatically from the Secretary of State's office so the State Archives has complete holdings from 1873. These included the constitution, records of constitutional conventions, archives of the General Assembly(enrolled laws), the executive records of the governor, deeds, election records, etc. Many other records, such as those of the early counties, were found in historical societies and transferred to the State Archives. Especially interesting are the Kaskaskia records of Randolph county which document the French and British activities in that area in 1717 and extending up to 1790. These county records are obviously important to the history of the state because Kaskaskia, which began as a repository for French and British records, later became the site of the first territorial capitol of Illinois. They total over 9,000.

The records of Abraham Lincoln are also especially interesting to the public. They include much of the origional legislation drawn up by Lincoln when he was in the General Assembly during the years 1834-35 and 1840-41. Also interesting are the registers of the State Library which show Lincoln to be the first person to check a book out of that library! Books read by his son Robert and records of land purchased by his father are also in the holdings. These are all kept in a special safe.

The Illinois State Archives also has a rather extensive map collection, including land record's surveys and field notes from 1854, and an important coll-

ection of maps pertaining to the Illinois and Michigan canal.

A comprehensive guide to the records holdings of the State Archives appeared in the May 1964 Archival issue of Illinois Libraries. Compiler, Mary McCree arranged the holdings into twelve sections which, in general terms, indicate the scope and range of the holdings: Governor, Code Departments, Permanent Nondepartmental Boards and Commissions, Nonpermanent Nondepartmental Boards and Commissions, Secretary of State, Auditor of Public Accounts, State Treasurer, Superintendent of Public Instruction, General Assembly, Land Records, County Records, and Census Schedules. Total figures for holdings don't seem to be in print, but accessions for the years 1958-1964 averaged about 1,338 cubic feet per biennium. The total number of documents accessioned during 1962-64 was 142,525. The greatest increase was in microfilm reels, from 3,661 in 1958-60 to 20,436 in 1962-64.

So much more could be said about the Illinois State Archives because it is such a large, ambitious, and seemingly organized operation. Certainly programs have not always worked as planned, but at least this state has taken and interest in trying. There seems to have always been a great deal of cooperation between the government and the populace in the area of archives and there has been the desire and initiative to do something constructive. The Illinois State Archives has also been blessed with steady leadership. The first Archivist, Margaret C. Norton held that position from 1921 till 1957, and in that time she was able to unify programs and apply new archival principles which made her a leader in the profession. Theodore Cassady succeeded her in 1957 and was still in that position in 1966. He brought the organization successfully into the modern phase of records management. Various authors have pointed out problems in present activities, but it seems that if these problems can be handled as gracefully as those in the past were, Illinois Archives has a promising future.

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The Illinois State Archives

Accessioning and Preservation

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The Illinois State Archives
Accessioning and Preservation

Since the early 1950's, the main concern of the Illinois State Archives has been integrated paperwork control and systematic disposition of records. Whereas integrated paperwork control concerns the creation of records, systematic disposition implies the transfer of records to the State Records Center for temporary storage until destruction, to the State Archives for permanent preservation,(which involves rehibilitation and repair), or it can involve microfilming for security reasons, or actual physical destruction. In this paper we shall be concerned with the first three of these areas in connection with accessioning and preservation of records.

The State of Illinois has evolved a network of legislation which provides for systematic disposal on a regular basis. This legislation has been designed so that it gives a great deal of help to the accessioning process as well as to appraisal. The State Records Act of 1957 requires agencies to maintain an active and continunig program for the economic and efficient management of records and to submit to the State Records Commission lists and schedules of records no longer needed in business and not valuable. The State Archivist and his staff assist in this appraisal procedure and recommend which records should go to the Records Center, which should go for microfilming or destruction, or which should go to the State Archives for permanent preservation.

"Accessioning, which follows appraisal, brings records that are judged to be valuable into the physical and legal custody of the Archival institution." (Schellenberg, Modern Archives, University of Chicago Press, 1956. p. 118) However, as Schellenberg also points out, it is a definite problem when officials or departments refuse to give up custody of their records or want to place conditions on access to them,

In Illinois, once records have been appraised and disposal schedules set, there is no law which requires turn over of permanent records to the State Archives. The transfer is voluntary and the State Archivist is under no compulsion to receive records offered to him. However, continunig education

programs for agency officials, in addition to the status of the State Archivist also being the Secretary of State, virtually insures an automatic voluntary turn over of custody except in a few cases.

The State Records Act also states that any record in the State Archives is open to public inspection by any responsible person with a legitimate reason. There are, however, certain restrictions on use. Some records which could be sensational or slanderous are confidential by law. Other records may require special departmental interpretation.

The Illinois State Archives faced the problem of transfer of legal custody of departmental records early in its existence, and as a result developed a unique system of departmental vaults as one way to preserve these valuable records without actually receiving custody. This problem is "...that many record groups are unobtainable even though they have archival value and are noncurrent. Government officials are sometimes jealous of their records and make some groups ineligible for archival custody. Licenses of professional practitioners, vital statstics, bonus, retirement and other series are all, at present, personal and excluded from public use." (Cassady, Illinois State Archives... Biennial Report, 1962-1964. Ill. Libs. reprint Jan. 1965. p.4)

The other problem in accessioning is that of the official who refuses to turn over his records and instead takes them with him when he leaves office. It seems that this has not caused a great deal of trouble in Illinois, but constant reminders appear in the literature such as this one : "Records made in connection with the transaction of public business or in pursuance of State law are public records,... and as such they belong to the office, not to the officer; they are the property of the government and not of the citizen; they are in no sense personal property." (Barrett, "The Disposition of Illinois Records", Ill. Libs. reprint, May and June 1950. p. 10)

The Illinois State Archives-Records Management Division of the Office of the Secretary of State consists of four subdivisions: The State Records Section, Local Records Section, Records Management Section, and Management Analysis Section. Our concern in this paper is with the State Records Section which accessions and arranges permanent records, describes holdings, provides reference service to state officials and the general public, restores and repairs fragile documentation, and administers and guides the State Records Commission.

Accessioning involves the technical procedures of transfer of appraised record groups. Records of permanent value to the state are accessioned by the State Archives, departmental vaults receive departmental records, and records awaiting destruction go the the State Records Center. The accessioning process

is similar but there are differences, due to the differing nature of the records involved.

In all cases the transfer should be initiated by a responsible official of a government agency. The agency should have carefully considered the character of the records before releasing them so that there will be no problems about custody at a future date. The official should first present a tentative description, with examples to the State Archivist so that he can consider whether he wants to accession them and where to place them. After initial acceptance of the record series, and inventory sheet must be filled out in triplicate and one copy sent to the State Archives at least 24 hours before receipt of shipment to allow for scheduling in the fumigator immediately upon receipt. One copy remains in the department transferring, and one copy accompanies the shipment.

Accessions have been numbered consecutively from the time the Archives began its operations, all records received at one time receiving the same accession number. This library accession system uses accession registers which include copies of letter of receipt by agency and copies of the accession record itself. This information is now kept in bound volumes. The accession record includes the accession number; date of accession; name of depositing department; restrictions, if any, on public use; titles of series, inclusive dates, number of volumes, drawers, or other containers, etc.

The procedure for the actual transferal begins with the packing of the records in sealed, numbered cartons. These are locked in a truck and a department representative and sometimes a police escort, for especially valuable records, accompany the shipment. This close security is necessary because the State Archives does not take responsibility for the records until they are received.

Immediately upon receipt, the shipment is unloaded and placed in the locked fumigating vault. This vault, a Bakelite plymetal vault of the type used by furriors, measures 10 by 13 by 6 feet and has a capacity of about 100 legal size drawers. This small size tends to limit the size of each shipment brought in at one time. A fumigant consisting of a mixture of ethyl-dichloride and carbon tetrachloride is poured into a trough at the top of the vault and gasified by electric heat. This process takes about 20 hours and effectively destroys the fatty cells of insects, their larvae and eggs. Following removal from the fumigation vault, the records are cleaned. The cleaning machine operates on a combination of compressed air to blow dust off and a vacuum to absorb dust. It is a duplicate of the one devised for the National Archives by the U.S. Bureau of standards.

The cleaned and fumigated records are then taken to the vault area where

they are checked against the shipment inventory and a receipt issued. The department representative is usually present through these operations until he receives the official receipt. Any discrepencies are reported to him and to the State Archivist for handling. At this point the accessioning process is finished and cataloging and repair operations begin.

The accessioning procedure for records going into departmental vaults is much the same except that all costs are paid by the department instead of the archives. The department must petition to the StateArchivist for permission to transfer. Similar inventory forms are filled out and the department arranges for and pays for transportation, fumigation, repair and labor involved. Also the department must pay for its own boxes, shelves, ladders etc. to equip the vault.

Records are also accessioned by the State Records Center. All costs for this service are paid by the state, including boxes and transportation. The basic procedure involves determingin the number of boxes needed, ordering them form the Records Center, packing the records in the same order as filed, with all records in one box having the same disposal date, preparing a box label, listing contents of each carton on a records transfer sheet which becomes the index for storage and retrival, and sending two copies of this list to the Records Center where box numbers will be assigned and one copy returned to the office . The Records Center provides transportation and upon receipt of shipment, numbers boxes, checks contents, and shelves boxes.

To provide further enlightenment for these procedures, a few stastics may be helpful. The Illinois State Archives building has 140,000 cubic feet of vault capacity. At the present time from 80,000 to 100,000 cubic feet is filled. The accessions for 1958-60 numbered 1,464 cubic feet, consisting of 130,934 individual documents, 644 bound volumes, and nearly 100 volumes of the records of the Sangamon County Circuit Court prior to 1870. County security microfilms add up to 1,019 reels. 1960-62 accessions were 1,275 cubic feet, including 126.186 documents, 513 bound volumes, and 11,307 microfilm reels. The Accessions for 1962-64 were also 1,275 cubic feet, including 142,525 documents, 220 maps, 1,702 volumes and 20, 436 microfilm reels. The reason for the great increase in microfilm reels and the relatively steady, low rate of cubic feet accumulation is the fact that only microfilm is accessioned from the counties. Other county records are kept in regional depositories.

Departmental vault accessions for 1958-60 were 4,186 documents, for 1960-62 were 4,922 documents, and for 1962-64 were 4,080 documents.

The initial capacity of the State Records Center of 29,615 cubic feet was

in 1960. In 1963 its capacity was increased to 45,000 cubic feet, and by 1966 30,000 cubic feet of this was filled. Accessions seem to run ahead of destructions every year as more emphasis is placed on use of the Records Center for records with fairly lengthy retention schedules.

In general the accessioning procedures of the Illinois State Archives seem to run smoothly. Legislation has helped this greatly, as have the constant education programs for state officials and agencies to incourage their understanding, suport, and use of the archives facilities for storage and preservation.

The aim of storage in the Illinois State Archives is the preservation of important records. After they have been accessioned, records are cataloged, filed and checked for deterioration. The mere fact of storage in the archive vaults provides protection against fire, humudity, light, theft and tampering. However, wear can affect any record, and this is especially so for records already showing signs of deterioration. Therefore, repair and rehibilitation is necessary. A record, after all, is only of real value as long as it can be used and read in some form.

The State Records Act of 1957 states that the Secretary of State should provide for the preservation, repair and rehibilitation of all records deposited in the State Archives. Preservation activities are carried on by the State Records Section of the Illinois State Archives-Records Management Division. The Archives building is equipped with a complete restoration laboratory which contains a Barrow laminator, a spiral plastic binding machine, and a gold letter stamping machine.

According to Schellenberg, two factors affect preservation: external and internal agents. "External agents are those introduced by conditions of storage and use; the internal are those within the materials themselves. The archivist must seek to protect his materials from both these destructive agencies. He must provide storage facilities that will remove or reduce the deleterious effects of the external agencies; and he must employ methods that will preserve, either in their origional or some other form, the materials that are inherently perishable." (Schellenberg, Modern Archives, 1956. p. 161)

Proper storage facilities are the first defence against external agents. The archives building should be designed with the proper safeguards against humidity, light, temperature extremes, and acidic pollution of the air. Ideally the building should be of fireproof construction, with few doors and windows to also cut out damaging light. All records should be stored above ground level and shelves should be off the floor and end short of the ceiling to allow cir-

culation of air. In addition, no shelf should be on the outside wall because of the possibility of condensation which could cause mildew. The Storage areas themselves should be kept as dust free as possible by cleaning records before they arrive in the vaults and by storing them in dust free covered boxes. The vaults should be completely air conditioned to protect against mildew, and especially to eliminate any sulphur dioxide or other acid gases which might be present in the system. It is also a good idea to filter out abrasive dust with glass/wool filters. Humidity and temperature control is also essential. The generally accepted standards are 50% humidity and 70-75 degrees temperature, which is sufficient to keep records from cracking too badly or mildewing. It is also the practice to fumigate records before they reach the vaults to kill all insects and microrganisms.

The Illinois State Archives building was built in 1938 at a cost of 850,000 dollars. At that time it was the third of its kind in the nation, outside of the National Archives and the Maryland Hall of Records. Ten years after its construction it was still considered the best planned and equipped State Archives building of those existing. In fact it had been chosen by the National Archives as the place where the nation's treasures would be stored in case Washington had to be evacuated during the war. The building was designed to provide scientific protection against fire, heat, insects, rodents, dampness, and the moral hazards of theft, tampering, and destruction. There are no windows in the vaults and entrances to vaults are protected by heavily insulated steel doors and automatic rolling shutter fire doors. Vault security is strict; entrance to locked vaults is by authorization only. Corridors and elevators are also guarded. Records are kept in specially designed six-drawer steel filing cabinets with inter-changeable drawers. Sliding shelves hold bound volumes. A 75,000 ton air-conditioning unit keeps the vaults at a constant 45% humidity and 68 degrees temperature. All records are cleaned and fumigated upon arrival at the archives building according to procedures described in the first part of this paper. Thus the records are dust and insect free when they go to the vaults which helps keep the vaults dust free.

Similar protection is given in the State Records Center where records are stored in covered cartons on steel shelving. All entrances are protected by steel grating, a watchman is on duty during closed hours, and the building is kept as fire and dust proof as possible, although records are not cleaned or fumigated first since they are scheduled for eventual destruction. Access to records is strictly inforced to maintain security.

These storage areas protect against external agents of deterioration.

The second area of emphasis is the preservation of already deteriorated records in either their origional or some other acceptable form.

Repair combats both the effects of external and internal agents. Internal agents such as weaknesses in paper and ink are responsible for most of the deterioration, especially in 19th century papers. Before about 1850 paper was made from cotton or linen rags. Papers from cotton rags were especially strong because often they could be made without chemicals since cotton rag is the purest and requires the least treatment. It is these added chemicals in later 19th century papers that cause their deterioration because chemicals had to be used with wood pulp and cheaper rag stock which were being used more often for cheap grade papers. For instance, chlorine bleach usdd to bleach low grade fibers caused the paper to have a high acid content.

The most common deterioration caused by high acidity is cracking at the folds and general brittleness. Those documents that have cracked so badly were origionally filed folded becuase at the turn of the century so much more paper was being made by commercial processes that more records were suddenly being created than storage space. Records were poorly cared for compared to those of the early 1800's. Thus poor paper and poor storage practices have lead to faster deterioration of more recent records than occured with early records which were on better paper, more rare and better cared for.

Observations on these results of continued folding have resulted in flat storage today. Those records which are cracking at the folds must be repaired in order to be used.

Ink has also caused deterioration. Early inks such as iron gall ink have often eaten through the paper because, with deterioration from heat, humidity etc., the ferrous sulfate and organic acids oxidize and actually burn through the paper. Such inks under adverse conditions have also been known to migrate to adjoining sh eets, causing illegibility from a reversed writing effect. Proper treatment can increase the legibility of faded inks, but there can be no substitute for keeping documents away from light, heat, moisture and acidic air.

There are several things being done at present to deal with deteriorated paper and inks. One is careful storage of newer records before anything happens to them; another is the careful repair of badly deteriorated records, and another possibility being explored is the use of stronger, acid free papers such as permalife.

Wil iam J. Barrow, inventor of the Barrow lamination method carried out several studies on paper strength between 1957and 1960. As a result he "...proved that it was possible to treat newly manufactured chemical wood paper of excellent

quality and marked durability, with certain chemical solutions to neutralize its acid content and prolong its life for many years." (Bulpitt, A Permanent Durable Paper, Ill. Libs. Vol.44, No.6, p. 431)

One result of this study was the development, in conjunction with the Standard Paper Manufacturing Co. of Richmond,Virginia, of permalife paper. Permalife paper has an estimated useful life of 300 years, and is made of purified chemical wood fibers, filled with calcium carbonate and special size, Aquapel, which is compatible with alkalinity. This permalife paper has been used by the Illinois State Archives since 1962 when it began to have the House and Senate Journals, Session laws, Department Reports etc. of the legislature printed on permalife paper for permanent storage in the Archives.

The physical repair and rehibilitation of deteriorated records to make them usable is a major technical task for an archives. Two of the most common methods used before WWII were the silk or crepline method and the tissue method. The silk method merely involves applying a thin coat of starch adhesive (flour paste with acidic alum) to each side of the document and then applying silk over this, smoothing it out and allowing it to dry. This method proved to be quite messy, costly, and not at all permanent. The paste tends to harden, the silk deteriorates faster than the document itself, cracks occur and opaquness increases with age. The Illinois State Archives used this method until 1943 when the silk chiffon was no longer obtainable from France. The tissue method is the same except tissue is cheaper than silk. In either case the document was hard to read after this treatment and began to break down after 20 years.

Studies of cracking in silked documents lead William J. Barrow to develope his special lamination method, of sandwiching deacidified documents between layers of cellulose acetate foil and tissue. Experiments had also been done by the National Archives on a similar method of lamination with cellulose only. The Illinois State Archives suspended its repair work during the war while waiting for the results of tests and developments with the lamination methods. In 1943 the Illinois State Archives still objected to lamination methods because they destroy the possibilities of applying tests for genuineness, except for those special photo tests which are used.

After the war the Illinois Archives studied its documents and found that the high acid content in iron gall ink had caused crumbling and also that the acid state from bleaching (with chlorine), and sizing (with alum), and absorption of sulphur dioxide from the air had caused crumbling also. They carefully considered the lamination methods of the National Archives and Barrow and decided on the Barrow method as the best because it dealt with deacidification.

This decision was also based on the results of tests made on the National Archives method which showed that lamination with only cellulose acetate film protected the document but did not add enough strength to stand up to folding nor did the process neutralize or inactivate compounds that caused brittleness. Signs of deterioration had also been found in the laminated documents in the National Archives. Although there is no proof that Barrow laminated documents will last, Illinois seemed convinced that Mr. Barrow's method was the best one existing.

In 1956 a complete Barrow Restoration laboratory was installed in the Illinois State Archives building, staffed by two technicians trained in Richmond, Virginia by William Barrow himself. At the time if its installation, there were only eight other laboratories of its kind in existence. As a result, contract jobs for other states and groups are undertaken regularly.

The Barrow lamination method at the Illinois State Archives goes as follows: first documents are examined, unfolded, and cleaned. They are then deacidified by placement on a wire mesh and imersion in calcium hydroxide to neutralize the acid, and then in calcium bicarbonate so that the calcium carbonate will precipitate into the paper fiber. The documents are then aired and dried. Permanent inks are not affected by this process but washable ones must be handled in a special way. Next the document is sandwiched between layers of cellulose acetate film with a layer of tissue placed on the outside of the cellulose. This sandwich is placed in a molding form consisting of two sheets of cover board and two sheets of teflon material. This form is then placed in the laminator between two electrically heated plates for 35 seconds to preheat the material before the two revolving calendar rolls, under pressure, move over the document softening and pressing the acetate between the fibers of the paper and pressing the tissue into the acetate. The document is then removed and trimed. Loose documents are placed in rag stock file folders. Books are often taken apart and the pages laminated with a binding margin of rag stock paper bound by the lamination process to the binding margin of each page. Then the book can be rebound in a vermin proof cover. Documents treated by this method are legible like the origional and have greatly increased folding indurance.

The restoration lab is also equipped with a spiral binding machine and a gold stamp lettering machine. Book binding, however, is done by a professional firm on a contract basis yearly.

There is one alternative to repair and that is microphotography. A microfilm copy can be used extensively, thus relieving wear caused by use on the original. However most people feel there is nothing like the original and many badly deteriorated documents cannot be microfilmed successfully.

The statistics on the use of the restoration laboratory at Illinois point out its importance, both to the Illinois State Archives and to other states who use its facilities. During 1958-60 415 documents were cleaned, 23,358 were deacidified, 2,407 were desilked, 1,539 were repaired, and 19,000 laminated, including the State Census of 1855. The repair and lamination of the original Utah constitution was also done. From 1960 to1962, 200 pamphlets were spiral bound, 38,000 pages were deacidified, and 40,000 pages were laminated (doubling the number from the previous biennium), and 200 pages of significant New Mexico history were laminated. The figures for 1962-64 were much the same, and in addition 1,180 documents were rebound with plastic bindings, and 4,200 gold stamp lines were imprinted on volumes. Also repaired were 2,400 maps for the State of Michigan. As can be seen, the scope of activities for this lab is extensive.

The Illinois State Archives is extremely well organized with respect to definite accession policies and their extensive preservation practices, including proper storage and proper repair facilities. The procedures of accessioning insure security and legality of transfer as well as providing for prompt fumigation and cleaning. The advantages of fumigation and cleaning are evident in the effort of the preservation specialists to prevent further deterioration of records by exposure to heat, light, dry air, sulphur dioxide, dampness, dust, careless handling, fire, theft and tampering. Records are accessioned because they have value to the state and its people; records are preserved so that they will remain legible and thus not lose their value as archives.

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The Illinois State Archives: Reference Services

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The Illinois State Archives: Reference Services

> The Illinois State Archives are vast, important, and necessary. They present an excellent springboard for research, as well as supplementary materials for historical patterns already established. (Hicken 1966: 435)

The Illinois State Archives is large, progressive, and well run. In many areas of its operations it has not only copied methods and standards from the National Archives but has also followed the advice of other experts. This is particularly true of its reference services. Therefore, the Illinois State Archives reference service operations come very close to the standards desired by both archivists and historians.

In discussing standards for reference services, procedures and problems dealt with by state archives institutions, particularly the one in Illinois, will be emphasized. No attempt will be made to discuss other types of archival institutions because often the problems of operating reference services in historical societies, university archives, etc. differ from those in a state archives. Some of the major differences are closely related to the types of records held, which determine the kinds of research for which the records will be needed and the number of security measures necessary for their protection. Finding aids may also differ with the types of records.

Regardless of these differences, the main goals of the archivist still are to promote access to the records to the fullest degree possible which remains consistant with restrictions set in the public interest, and at the same time to protect the records from damage, theft, and forgery. ("The Archivist's Code" 1955: 307-308) In light of these goals, it is the duty of the archivist to prepare guides and indexes which adequately provide information on the usefulness of the records and at the same time also provide the necessary checks on the contents of record series in order to detect

theft or forgery.

In the description of any reference service, two aspects must be considered: the policies for governing access to the records and the policies for governing their use. (Schellenberg 1956: 225, 231) The policies governing use can be broken down into two methods of attack: the offensive, which involves the active work of aiding research with the help of guides and indexes, and the defensive which is concerned with the protection of the records from human foes. (Land 1956: 121-138)

The policies for governing access are based on the restrictions to use as prescribed by the general laws regarding public or private access. According to Schellenberg, restrictions should be arrived at when records are being accessioned, and a statement of restrictions agreeable to the agency, the laws, and the archives should then be placed on the accession inventory. (p.225) In this way the record group is protected from the moment it enters government custody. This is exactly what is done on the Illinois accession record.

The restrictions placed upon record use depend on the laws and their provisions for respect of the privacy of government and the individual. Records should be "Open for use to the maximum extent that is consistant with the public interest." (Schellenberg 1956: 226) The Laws which protect the public interest vary with the institution.

The Illinois State Archives preserves mainly the records of state governmental agencies. Therefore, restrictions on access do not pertain as much to military or diplomatic records as they do to financial or personal records. The status of Illinois financial records is determined by the State Records Act of 1957, as ammended in the 1960's, section 3, (43.6) which defines public policy regarding these records as follows: all records of the expenditure or receipt of public funds are public records subject to public inspection at any reasonable time except as restricted by law. Section 4 of the same act says that any person may have access to any records of the expenditure or receipt of public funds as described in section 3. At the end of section 3 there is an important qualification which states that "Nothing in this section shall be construed to limit any right given by statute or rule of law with respect to the inspection of other types of records."

With regard to records in general, Theodore Cassady has stated that "Any record in the Archives is open to public inspection by any responsible person who has a legitimate reason, under proper supervision by the State

Archivist or his assistants." (1961: 1) This quote seems to define Illinois as an open records state. Therefore, one might conclude that records with extensive restrictions are often not kept in the State Archives at all. This seems to have happened with many of the records which are now kept in the departmental vaults. For instance, "Statutory restrictions make some groups ineligible for archival custody. Licenses of professional practitioners, vital statistics, bonus, retirement and other series are all, at present, personal and excluded from public use." (Cassady 1965: 4) If records which are transferred to the custody of the State Archives are of a sensational, slanderous, or subversive nature, they often "need an interpretation which only the department in which they originated is prepared to give." (Barrett 1950: 28) Such records may have conditional restrictions on them, usually resulting in the referal of researchers interested in such records to the department of origin for final permission for use. Often requests for access to unrestricted records of a questionable nature which might, in the judgement of the archivist, be best left private for protection of the department, are also referred to the department of origin to save placing the archivist in a difficult position with regard to refusing access.

Ideally, the archivist should be impartial in his interpretation of laws regarding records. The Illinois State Records Act defines the obligations of the state archivist in this regard as: he "shall observe any rights, limitations, or restrictions imposed by law relating to the use of records, but he shall not impose restrictions or limitations on the use of records that are defined by law as public records or as records open to public inspection." (Section 7, 43.10) They key is to know the limitations of various statutes which define added restrictions beyond the basic law. It is in these additional restrictions by statutes that the final definition of public access to Illinois records lies.

Several important points concerning policies governing use have been made by Schellenberg. (1956: 231) He states that since records are the property of the state, all citizens have the right to use them, within reason. Records must be protected during use from injury which could impair their value for present use and for future preservation. The archivist must attempt to find a middle ground where records can be protected and yet used by the public to the fullest extent possible. This requires two coordinated attacks, offensive and defensive.

The offensive attack attempts to provide as many services as possible to facilitate public use of the records. In order to provide the best ser-

vice, the archivist must know his records and know what type of reference use they will receive.

Schellenberg also makes the point that the "archivist should make no distinction between official and private users." (1956; 231) However, it seems that an uneven breakdown of use often does occur in the state archives, and especially in Illinois. The state archives, as opposed to the historical society, holds more government and business records than historical manuscripts. Therefore its major users tend to be government officials rather than historians or geneologists. Over and over again in the literature, the point is made that the holdings of the Illinois State Archives are limited basically to records of state governmental agencies; historical manuscripts are kept in the State Historical Library and county records are, for the most part, kept in the county of origin. Therefore the historian and the geneologist find comparatively little in the State Archives, and are most often referred to other places. This leaves the bulk of research to government officials.

The statistics seem to prove this point quite well. During the 1944-46 biennium, for instance, there were a total of 9,328 reference calls, 7,129 of which were from department of origin. (Norton 1947: 249-257) In the 1 1958-60 biennium the reference rate averaged 1,000 per month, two-thirds of which were from department of origin. (Cassady 1961: 5) The present rate has increased, but the proportions remain nearly the same. According to Theodore Cassady "We now have a reference rate of 3,500 per month of which 65 per cent are from agencies of origin and 35 per cent from the general public." (Personal communication)

This dichotomy was also pointed out in an article by Margaret Norton in which she describes the reference services of the Illinois State Archives. (1943: 233) She divides their reference work into two general categories, routine and non-routine. The routine work includes protective measures and handling of routine departemnt calls by state officials, attorneys, etc. The non-routine work includes handling thesis research, geneological inquiries, and general historical work.

Although the resources of the Illinois State Archives seem to favor the legislator over the historian, it should be pointed out that the Archives does have material of interest to the historian and geneologist. Such materials include census returns before 1850, land records, war service records (especially of the Civil War), election records, and Lincolnania. (see Hicken 1966)

It has been pointed out in several articles that the mot important service an archives can render the researcher is a friendly and helpful Archivist and a system for publicizing its holdings so that the researcher can have some idea of what exists. Jordan expresses the need for more printed guides which the scholar can look over before traveling to the institution. (1968) In this respect Illinois has done quite well. If the researcher knows of the existence of the Illinois Libraries, he can find several articles in each archival issue devoted to describing the holdings of the Illinois State Archives or the Illinois State Historical Library. Also, printed guides to the holdings are available upon request from the State Archivist. The most recent guide available was printed in the 1964 Archival Issue of Illinois Libraries and subsequently issued as a reprint. It is a general guide which indicates holdings by record group and series, and even includes some related holdings in the Historical Library.

The next most common request from the researcher is for some sort of index or other finding aid in the archives building itself. There seem to be definite conflicting points of view over the usefulness of such aids as the card index and the name index, both of which exist at the Illinois State Archives. Kenneth Richards maintains that published guides, based on typical research questions are best. (1963) Beyond that, one sort of shelf list guide to specific holdings in an area is probably sufficient for most purposes. If that does not prove sufficient personal help from the staff would probably be needed anyway. Richards also speaks out against the name index as an expensive tool which "puts a damper" on the thrill of research. Certainly then he would not like the extensive name index which exists in the Illinois State Archives.

The Illinois State Archives staff is proud of its name index and feels it is a valuable research tool. This name index was begun in the early 1940's with the purpose of recording names found in all state records up to 1850. (Horton 1946: 217-225) Cards were also to be made for federal census records and death resolutions as recorded in legislative journals. The early cards contained complete biographical data. However, it soon became apparent that the inclusion of complete biographical data was too time consuming and certainly no substitute for looking at the document itself. The present system gives only the name with a reference to the page number, line, date, etc. of the document. Information on one name from several documents is consolidated onto one card.

The name index cards contain the following information: the surname in

caps, the town or township of residence, the reference to page and line of the document, indication of the type of signature the person used such as his mark or just his first name, and finally the bibliographical citation to documents in the Archives, the Historical Library, etc. and also sometimes added biographical information. For surnames with ten or more entries guide cards are inserted in the file. Completed cards are filed in alphabetical order and placed in the master file so that information for each person is in chronological order. Cross references are made for variations in spelling or questionable interpretations of penmanship. For large projects, such as the federal census records, basic forms were created so that information on each person can be filled in quickly and in a standardized form. The Illinois State Archives seems convinced that this index is helpful to its patrons but these complementary articles have also pointed out that the compilation of the index is a slow process. (Norton 1946 and Scheffler 1961: 449) For example, it has taken nearly twenty years to complete the names in the state census records dating from before 1850.

Another research finding aid that often has been critisized is the card catalog. As with the name index, Illinois archivists are proud of their card catalog which they feel satisfies the major purpose of serving "as a subject and classification index to the shelflist inventory." (Scheffler 1959: 289) As late as 1959 it was still felt that the card catalog was the best and most flexible reference tool for coordinating and locating related subject matter.

The main parts of this dictionary catalog consist of the guide cards for all departments, offices, commissions, etc.; the history cards for each agency which keep information on changes in name and structure up-to-date; the corporate or main entry cards which give the main entry for the series under the corporate body the series is located in; and the secondary cards for subject, function, analyticals and cross references. It is often possible to have one card for each series which indicates the arrangement of included documents. If the series has further divisions it may be necessary to have cards for the subgroups within the series which may be arranged by alphabetical, chronological, subject, or some other functional arrangement.

Entries are based on the archival series and entry is under the department in which the series was kept as a record of the business of that department. These series are then grouped under functional subject titles. Each card for a series lists the abbreviation for the major department and its subdivision, the function-subject code and series number in the classifica-

tion system, a code letter or number to indicate the form of records within the series and where they are filed within a vault, and the volume numbers, dates etc.

The process of compiling entries for the card catalog is slow and often complicated. The procedure of placing information into the card catalog begins with the preliminary inventory before the records are even received at the Archives. After this basic classification scheme has been determined the cards are made up and eventually placed in the public catalog. The main goal of this process is to maintain a respect for the provennance of each group of records within the classification system, although they may be physically filed in a different order within the series for the sake of expediency.

Such a card catalog with its cross references is very helpful and thorough in covering the information included in it. However, such catalogs are most often far out of date. It is not an understatement to say that the compiling of the card catalog in the Illinois State Archives is far behind the data that exists. Ernst Posner, in his study of state archives, made a special point of suggesting that the State of Illinois adopt some other more up-to-date method of indexing its holdings. (1964: 104)

As a matter of fact, other finding aids do exist in the Illinois State Archives. The shelf list inventory which is kept up-to-date with every receipt of new records is actually the most used finding aid. (Norton 1943) This inventory with its subject index indicates name of series and department of origin, size of series, and location in the archives building. The other aids include calendars of the early French records of the Illinois territory and the Historical Dictionary, kept in the office of the archivist, which contains a brief history of every state agency and has proved especially useful to the staff.

For the researcher who can't afford the time or money to travel to the institution itself, the photocopy services of an archives are very helpful for research purposes. The Illinois State Archives willingly provides photocopies to any researcher with a reasonable request. The standards for reproduction and the cost to the requester are stated in the State Records Act of 1957, section 4 as follows: "The photographing shall be done under the supervision of the lawful custodian of said records, who has the right to adopt and enforce reasonable rules governing such work. ...he may furnish photographs of such records and charge a fee of 35¢ per page when the page to be photographed does not exceed legal size and $1.00 per page when the

page to be photographed exceeds legal size and where the fees and charges therefore are not otherwise fixed by law."

Complete finding aids and useful collections serve the researcher best when they are situated in a properly designed building. The Illinois State Archives building was especially designed to make records readily accessible without too many formalities, while still safeguarding the vaults against improper access. (Norton 1938a: 78) For this reason the structure of the b building aids both the offensive attack of providing efficient reference to the records and the defensive movement of protecting the records from destruction, mutilitation, or theft.

The Illinois State Archives building is rectangular in shape with the offices, work rooms, and reference rooms situated in horseshoe fashion on three sides of the vaults which extend up in twelve levels on five floors. On the first floor one finds the public reference room, with its own separate conference room for typing and extended research. There are at least two attendants on duty in the reference room at all times during open hours to answer questions and retrieve documents. Behind the attendant's desk is a small hallway leading to the vaults, which enables quick retrieval of records. Next to the reference room, and connecting it with the Illinois documents room is the public catalog room which contains the card catalog, name index and other finding aids. The Illinois Documents room contains a catalog to documents cataloged by the State Library but housed in the archives building. Also connected to the public catalog room is the head archvist's office and the cataloging and classification department. Included with these is a special archives reference library of the technical books on archives work which are primarily used by the staff. The first floor also contains an exhibit room where exhibits on Illinois history and present activities, and on the workings of the State Archives are shown. There is also a semi-permanent exhibit case on the second floor presenting information on the workings of the archives.

The other side of the coin and the second goal of the archivist is the protection of the records. Robert Land and James Rhoads have suggested several means of protection. They point out that there must be two types of protection: protection from damage by ink spots, folding, food stains, etc. which result from **pens restrictions** on use; and protection from theft, which requires not only restrictions on access to records but also guards, and secure buildings. Here again there are differences of opinion as to how much protection and security are necessary. Often times these restrictions

hamper research activities, as when a researcher is not allowed two sets of records, thus preventing him from making first hand comparisons easily. The real danger, it seems, is that "In their zeal to protect the valuable records in their custody, some archivists are tempted to resist the demands of reference service. But there is little point in preserving records that are not used." (Baumhoffer 1956: 245)

The information available on the precautions taken in Illinois indicate that enough restrictions are placed on use to maintain minimum protection and precaution. It seems that a great effort has been made in Illinois to satisfy both archivists and researchers.

The literature does not indicate specific restrictions on reference room activities except to say that all records must be consulted in the reference room. No doubt Illinois does follow some of the basic reference room rules as suggested by the National Archives which include prohibitions against smoking, eating, using some types of ink, and writing on the documents.

The general restrictions to prevent theft from the Illinois State Archives are more definite although not extreme. No researcher is allowed access to the record vaults. To use the reference room, the person must fill out a written application for the documents he wishes to see. Upon leaving the reference room, the researcher must return all documents to the clerk who will give him a receipt to keep and a copy of the application. The archives retains a copy of the receipt to keep a check on use and to trace thieves. However, no process of screening potential researchers was mentioned, although this is mentioned as recommended by the National Archives. (Schellenberg 1956: 232) Strict security is also maintained over the departmental vaults. Departmental clerks wishing entrance to departmental vaults must be on an approved list of those allowed access, sign for a key, and present this key and a pass to the elevator operator who stamps them with date and time before taking the person to the vault area. A record of persons entering these departmental vaults is sent to each department each month.

The Illinois State Archives building itself was designed to insure security of storage for the records. The building was constructed with only three outside entrances, the front entrance which is open to the public during open hours, the freight entrance which is locked unless records are being received, and the underground tunnel entrance from the State Library. At the end of the day all entrances are locked and the building is guarded.

During open hours entrances to the vaults are also guarded.

In addition to building structure and reference room procedures there are other means of dealing with the problems of theft and forgery. Robert Land stresses the necessity of keeping good indexes so that thefts or other losses will be noticed immediately, and so that persons contemplating theft or forgery will be deterred from taking a document which is easily identified. (1956: 121-138) An out of date card catalog such as the one in the Illinois State Archives would be of little help. However, Illinois actually controls its holdings by an up-to-date shelf list inventory which does provide quick identification of all holdings.

James Rhoads makes one further suggestion that documents should be s stamped to indicate institutional ownership. (1966: 197-208) If this is done in the Illinois State Archives, the fact has not been publicised. No doubt this would be a good idea for some very valuable records such as those concerning Lincoln, but I doubt if Illinois would have the time and staff to undertake a very extensive stamping program.

Taken as a whole the Illinois State Archives reference services do a fine job of meeting the needs of researchers and also protecting the records. Their efforts in helping the researcher can be seen in their attempts to compile up-to-date entries in a card catalog which will provide excellent cross reference services as well as indicating the scope of holdings. Their efforts here may not have been as successful as desired but the attempt s shows concern for aiding the researcher. The name index is another extensive project undertaken with the patron in mind. Illinois has also shown its concern for protection of its records by designing its State Archives building to meet the specifications of archivists with regard to security and arrangement. If one cannot agree with these specific features, at least it seems obvious that much time and effort have been put into the reference service operations of the Illinois State Archives. These efforts are certainly impressive.

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